

Technical Note – Sustainable Transport Target and Travel Plan (Rev C)

Introduction

- 1.1 This Technical Note has been produced on behalf of Grainger Plc in relation to the outline planning application for the development area known as “Blue Star Land”, located adjacent the eastern edge of the Berewood Development, Waterloooville.
- 1.2 Hampshire County Council's (HCC) letter dated 20th November 2025 (Ref .058293) provides a recommendation for refusal of the Blue Star Land outline planning application Ref. APP/23/00471.
- 1.3 The HCC as the Highway Authority recommend refusal on the following grounds with relevance to this note:

2. Sustainable Transport Opportunities

In the opinion of the Highway Authority, the proposal involves development that cannot be reconciled with the National Planning Policy Framework in that it would result in users of the development being unable to make use of sustainable transport opportunities. This would result in an overreliance on the private car which is contrary to NPPF paragraph(s) 109, 111, 115, 117 and Hampshire County Council's LTP4.

3. Travel Plan

In the opinion of the Planning Authority that proposal involves development that cannot be reconciled with the National Planning Policy Framework in that there is insufficient provision of or support for sustainable transport options. This will create a greater number of trips via private car which will create a severe impact on the local transport network and the environment and is contrary to NPPF 109, 111, 115, 117, 118 and Hampshire County Council's emerging Local Transport Plan 4.

- 1.4 In accordance with instructions from Savills, this Technical Note specifically considers the matter of the “Sustainable Transport Target and the Travel Plan” discussed throughout the planning process and includes additional commentary following the November 2025 response from HCC.

Sustainable Transport Target & Travel Plan

- 1.5 HCC, in their latest comments, dated Nov 2025, have agreed the target mode share of 31%.

- 1.6 As previously set out this was drawn from the existing Berewood Travel Plan mode share as the basis for the sustainable modes target which is considered to represent the best match to the BSL development site in terms of future mode share for the BSL development due to the development sites close proximity to the wider Berewood development.
- 1.7 HCC have commented *“that it is unclear how this would be achieved given the lack of sustainable transport infrastructure proposed to support this development. It is unclear how a travel plan, a minor on-site improvement and wayfinding provision will achieve the target 10% given the achieve modal share of the wider Berewood MDA over the monitoring period”*.
- 1.8 HCC have previously confirmed that the BSL development will benefit from all future sustainable infrastructure works that are programmed as part of the wider Berewood development as these will benefit the BSL development and will provide access and connectivity to the wider area for sustainable modes. These need to be taken into consideration by HCC when assessing whether the sustainable trips target is achievable. The number of actual trips also need to be taken into consideration when assessing the quantum of off-site improvements that are to be associated with the proposed development in terms of the contributions requested.
- 1.9 The Local Centre within the wider Berewood development has the following allocated uses with the aim of delivering them by 2029, but this is subject to ongoing negotiations.
- 1.10 The distances in metres are taken from the entrance to the BSL development from Laxton Lease.
- Two Primary Schools (already built) - 600m and 945m from BSL site
 - Community Facilities – 616m from BSL site
 - Local Centre – 565m from BSL site
 - Convenience Store
 - Small retail units
 - Nursery
- 1.11 All of the above uses are programmed to be in place by the time that the BSL development is fully occupied by the end of 2029 so will be fully accessible to the residents of BSL.
- 1.12 The Health Care/Extra Care facilities are likely to be longer term for delivery as Grainger has confirmed that they are only required to deliver the land associated with these elements and therefore the final development of these facilities will with be for the relevant authority to deliver.

- 1.13 In terms of the Travel Plan measures, there are a standard list of measures which include the provision of free bus tickets, cycle shop gift vouchers, personal travel planning etc. The provision of a Car Club space within the development and offering a free Car club membership to residents could also be provided for a year, along with some free credits to encourage use of this initiative. At present, it is understood that the Berewood development does not currently have any car club spaces on site. This could be a beneficial measure to put forward and could benefit the wider Berewood development as a whole. Whilst this measure doesn't completely prevent car trips, it would help restrict unnecessary car trips and would make it easier and more convenient for residents to choose not to own their own vehicle if they could have access to a car club vehicle when they need one.
- 1.14 For bus passes and cycle vouchers, from previous experience, we would normally see a response rate of up to 15% of households applying for this from a residential development but this does vary greatly and cannot be guaranteed. It is difficult to say whether providing these free gift vouchers and taster bus tickets actually changes future mode choice or whether it would make enough of a change in mode choice, for example offering someone a bus for 6 months is likely to have a greater impact on future mode change than offering a bus pass for only 7 days.
- 1.15 The requirement of the Travel Plan would normally be conditioned as part of the outline planning permission and the content of the Travel Plan along with the proposed measures would then be approved at the reserved matters application stage so it is unclear why HCC are requesting such detail for an outline application.
- 1.16 The 31% target represents a 10% increase over the 5 year life of the Travel Plan for the development. As this is an outline application, the provision of the Travel Plan will be conditioned to be provided at the reserved matters application stage, the details of the Travel Plan will be reviewed and submitted to the LHA for approval. The targets (the 10% reduction in single occupancy car trips) will be set and the monitoring periods will be agreed. Throughout the life of the Travel Plan the targets will be monitored and reviewed, at Baseline, Year 1, Year 3 and Year 5 of the 5 year plan.
- 1.17 The total multimodal trips, based on the Berewood Travel Plan modal split, predicted for the BSL development are detailed in **Table 1.1**.

Travel Mode	Multimodal Development Trips								
	AM Peak			PM Peak			Daily		
	Arr	Dep	Total	Arr	Dep	Tot	Arr	Dep	Tot
Car Driver	12	43	55	32	14	46	216	217	433
Walk	1	4	5	3	1	4	19	19	38
Cycle	1	4	5	3	1	4	19	19	38
Public Transport	1	4	5	3	1	4	19	19	38
Total	15	55	70	41	18	59	274	274	548

Table 1.1: BSL Development Trips based on modal split from 2024 Berewood TP Monitoring Report

(Ref: Table 1.12 MBL TA Addendum, 28/02/2025)

- 1.18 A 10% increase in sustainable transport trips would result in a 10% decrease in car driver trips and an increase of 4% pedestrian trips, 3% cycle trips and 3% public transport trips.
- 1.19 These targets will be monitored over the 5 year life of the Travel Plan monitoring. **Table 1.2** provides a summary of the targets set, in percentage terms, for the 5 year life of the Travel Plan regarding the mode share.

Mode	Modal Split of Residents				
	Berewood TP Modal Split	Year 1 Target	Year 3 Target	Year 5 Target	Overall Increase/ Decrease
Vehicles	79%	75%	72%	69%	-10%
Pedestrian	7%	8%	9%	10%	+3%
Cyclist	7%	8%	9%	10%	+3%
Public Transport	7%	9%	10%	11%	+4%
Total	100%	100%	100%	100%	100%

Table 1.2: Percentage Modal Split Targets for BSL

(Ref: Table 6.4 MBL Travel Plan, Feb 2025)

- 1.20 **Table 1.3** and **Table 1.4** provide the number of trips associated with the modal split targets for the AM and PM peaks respectively.

Mode	Modal Split of Residents – AM Peak				
	BSL Predicted Trips (based on Berewood TP Modal Split)	Year 1 Target	Year 3 Target	Year 5 Target	Overall Increase/ Decrease
Vehicles	55	52	50	48	-7
Pedestrian	5	6	6	7	2
Cyclist	5	6	6	7	2
Public Transport	5	6	7	8	3
Total	70	70	70	70	

Table 1.3: Modal Split Targets for BSL – AM Peak

Mode	Modal Split of Residents – PM Peak				
	BSL Predicted Trips (based on Berewood TP Modal Split)	Year 1 Target	Year 3 Target	Year 5 Target	Overall Increase/ Decrease
Vehicles	46	44	42	40	-6
Pedestrian	4	5	5	6	2
Cyclist	4	5	5	6	2
Public Transport	4	5	6	6	2
Total	58	58	58	58	

Table 1.4: Modal Split Targets for BSL – PM Peak

- 1.21 It can be seen from both **Table 1.3** and **Table 1.4** that the actual number of trips in question are extremely low, with a total reduction in car driver trips of 7 during the AM peak and 6 during the PM peak over the 5 year life of the Travel Plan, this equates to a reduction of 3 and 2 car driver trips per review year for the AM peak and PM peak respectively and an increase in sustainable transport trips of 3 trips per review year for both the AM and PM peak periods (reviews are biennial).
- 1.22 In terms of whether the 31% or even the 40% sustainable target can be achieved, this would be very difficult to predict at this stage and would be monitored over the 5 year life of the Travel Plan for the development. A Travel Plan is an evolving document and is constantly updated to reflect the achievements and adjust where any targets are not on track to meet the expectations of the 5 year plan.
- 1.23 It must be noted that the proposed development is relatively small in nature with only 69 dwellings and the number of actual trips in question for the BSL development are very low and unlikely to have a significant impact on the surrounding highway or sustainable transport infrastructure.
- 1.24 It would be difficult for HCC to justify the level of contributions being requested for this development especially when the size of the development is put in the context of the wider Berewood development with over 2,000 dwellings proposed.
- 1.25 It is worth noting that the local centre at Berewood has not yet been built out and once this comes forward, there will be an even greater propensity for internalised trips by sustainable modes than the existing Berewood Travel Plan Modal split accounts for.

Existing Facilities Identified

- 1.26 The WCHAR, dated Oct 2025, detailed the existing facilities within easy reach of the development site. **Figure 1.1** details the routes to the nearby facilities, all of which can be easily accessed by sustainable modes of transport.

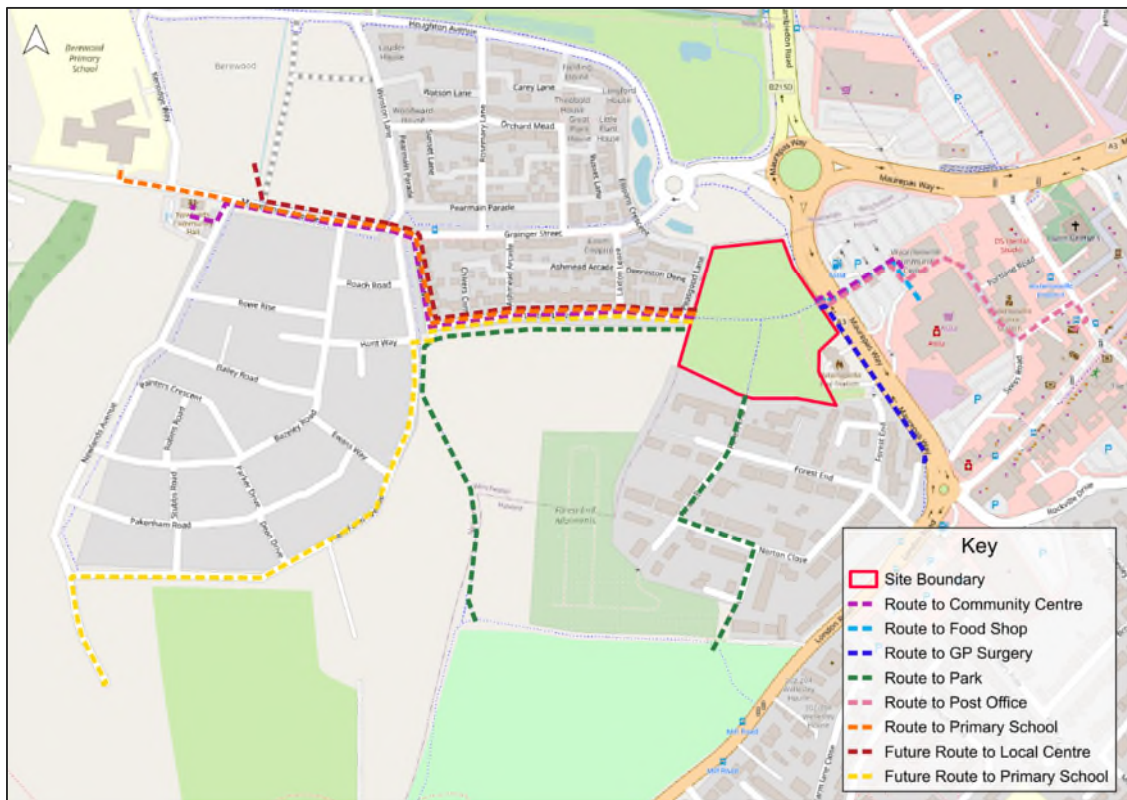


Figure 1.1: WCHAR Study Area

(ref: WCHAR Figure 1.4, Oct 2025)

- 1.27 The study area included the route to the future Berewood Local Centre which will be located within the Phase 6A land parcel and will comprise of a community hall, nursery and three commercial units and a medical centre. All of these future facilities will benefit the proposed development site. It also showed links to the town centre area and the Town Park recreation area within Berewood.
- 1.28 The WCHAR identified the closest bus stops are within the Berewood development, 310m away or London Road, 350m away, equating to a walk time of under 5 minutes.
- 1.29 The WCHAR detailed the walking routes at all of the key facility destinations within the study area.
- 1.30 The WCHAR concluded that the site is:
 - located in an area with no significant road safety issues on the local highway network
 - easily accessible by local bus services, on foot and by cyclists from the surrounding area with no significant barriers to movement
 - located in an area with high quality pedestrian and cycle facilities
 - located within easy walking and cycling distance of the key trip generators identified in the local area

- 1.31 The site is located in an area with excellent walking and cycling facilities already in place on the local highway network, and thus there is minimal scope for off-site improvements to come forward as part of the proposed development given the limited scale of the scheme

HCC

Reason for Refusal

- 1.32 HCC suggested Reason for Refusal 2 (Sustainable Transport Opportunities) above references paragraph(s) 109, 111, 115, 117 of the NPPF and HCC LTP4 and Reason for Refusal 3 (Travel Plan) references paragraphs 109, 111, 115, 117 and 118 of the NPPF and HCC LTP4.
- 1.33 NPPF 109 states that transport issues should be considered from the earliest stages of plan making and development proposals. As this is an outline application for the proposed development it is considered to be at the early stages of the proposed development and due consideration have been given to the transport aspect of the proposals
- 1.34 NPPF 111 refers to planning policies supporting a mix of uses across an area and within larger scale sites to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities. The proposed development is for 69 dwellings only and is considered a “major development” (more than 10 dwellings) in terms of the NPPF definition, and whilst it doesn’t provide its own facilities on site, it will draw on the facilities and the mix of uses within the adjacent Berewood development once this site is fully built out and the facilities located within Waterloooville town centre area which are accessible by walking and cycling from the development site.
- 1.35 HCC LTP4 promotes development that is accessible to walking, cycling and public transport, offers a mix of uses and has good public transport access. LTP4 promotes the following:
- *New development that supports mixed use, ‘local living’, in locations that are integrated with the transport system and avoid car dependency*
 - *New housing development where people choose to walk and cycle, have good access to public transport, and there is a minimal need for parking spaces*
- 1.36 The proposed development site is in an accessible location with good connections to the adjacent Berewood development, the town centre area and provides access to local public transport facilities.
- 1.37 NPPF 115 states that when developing a site sustainable transport modes are prioritised taking into account the vision for the site, the type of development and its location, it also

states that any significant impacts from the development on the transport network can be cost effectively mitigated to an acceptable degree through a vision led approach, and that suitable and safe access to the site can be achieved for all users. The proposed development is small in size with only 69 dwellings and is located in a position to take advantage of the facilities provided for the wider Berewood development. A Travel Plan has been produced which will be conditioned as part of the outline planning permission and will be formally approved as part of the reserved matters application for the future development.

- 1.38 NPPF 117 states that priority should be given to pedestrian and cycle movements within the scheme and the neighbouring area, facilitating access to high quality public transport with appropriate facilities to encourage public transport use, it also states the development must allow for access by service and emergency vehicles. Other points refer mainly to the internal layout of the development and as this is an outline application would not be relevant at this stage of the application process. The development provides access to local bus stops both within the wider Berewood development and externally on London Road, pedestrian and cycle facilities will be provided throughout the proposed site, although as this is an outline application the details of the internal layout of the development will be finalised and approved at the reserved matters application stage.
- 1.39 NPPF 118 states all development that will generate significant amounts of movements should be required to provide a Travel Plan and the application should be supported by a vision led Transport Assessment so that the likely impacts can be monitored and assessed. The outline application for the proposed development has provided these documents and many technical notes in response to queries from HCC.
- 1.40 The Transport Assessment for the outline application has demonstrated that the proposed development site is located in an accessible location with good connections to the adjacent Berewood development, the town centre area and provides access to local walk, cycle and public transport facilities.
- 1.41 Based on the information provided within the note, the previous notes issued to HCC and the level of development proposed with its associated trip generation, it is difficult to justify the reasoning behind HCC's refusal based on the policies stated. It needs to be remembered that this is an outline application only at this stage with all matters reserved except access. It is important that the development should be considered in the context of the size of the development, the level of proposed trip generation from the site and the benefits that a development in this location will gain from the wider Berewood development

with access to local facilities once the local centre is built out, the Town Park area is complete, and the primary schools are both open.

Location of S106 Improvements and Impact on Sustainable Transport Trips

1.42 **Figure 1.2** details the location of the improvements suggested by HCC in relation to the wider area and the BSL development site.

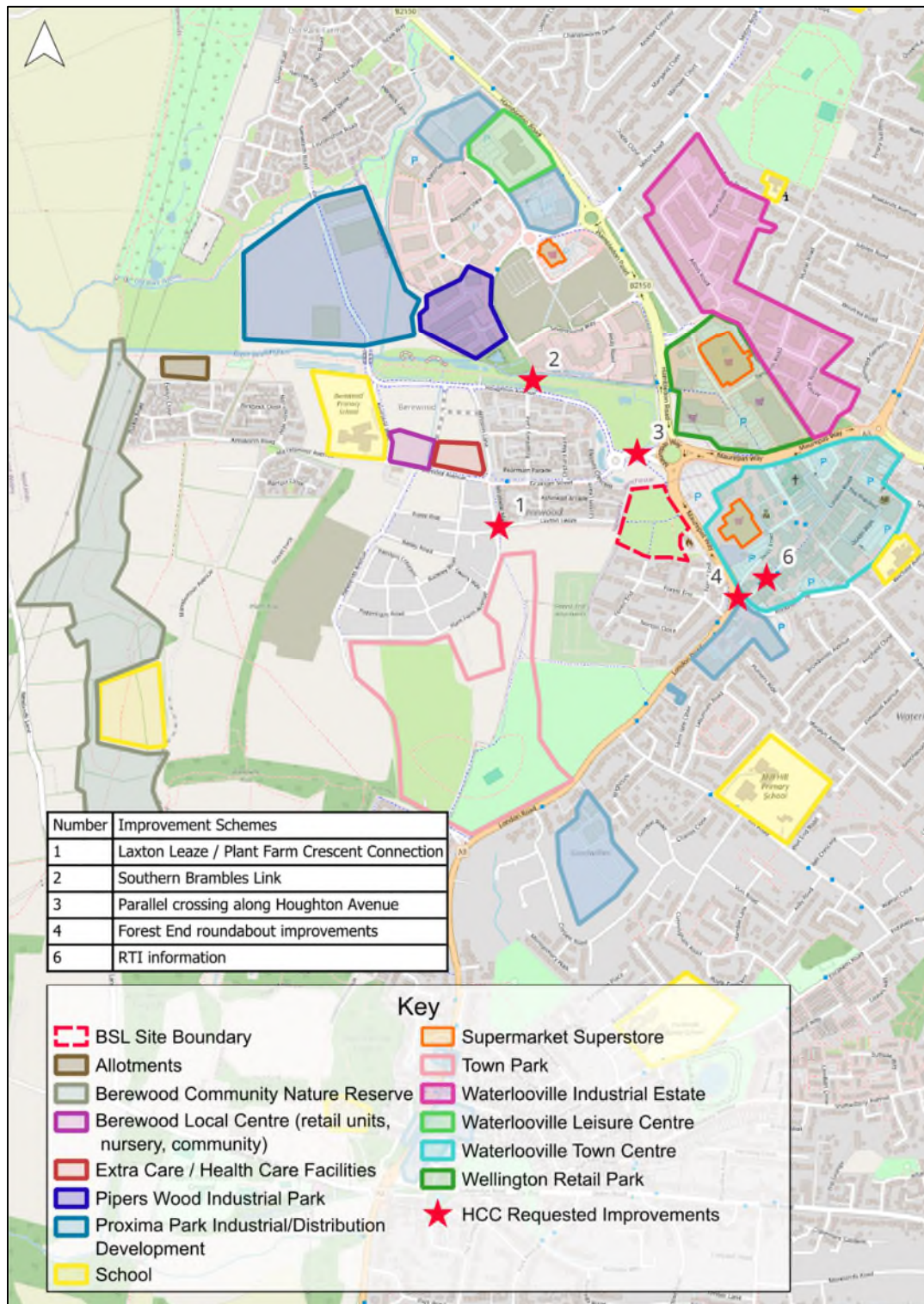


Figure 1.2: Location of Improvements suggested by HCC

- 1.43 HCC have suggested a list of six potential improvement schemes that they consider are relevant for the BSL development. These comprise the following:
1. Widening of and kerbing amendments for the existing connection between Laxton Leaze and Plant Farm Crescent to cater for cyclists
 2. Financial contribution towards delivery of the Southern Brambles Link
 3. Financial contribution towards delivery of the parallel crossing along Houghton Avenue
 4. Financial contribution towards pedestrian and cycle improvements at the Forest End roundabout as identified on the Havant LCWIP
 5. Delivery of wayfinding strategy towards key facilities and destinations
 6. Provision of RTI information at the Victoria Road bus stops
- 1.44 Grainger have already agreed to provide items 1 and 5.
- 1.45 This section of the Note provides details of the number of sustainable transport trips that are likely to take advantage of the suggested improvements 2, 3, 4 and 6, once the agreed target for sustainable modes is achieved.
- 1.46 **Table 1.5, Table 1.6 and Table 1.7** provide the BSL predicted modal split along with the targeted modal split of trips by sustainable modes.

Mode	Modal Split of Residents – AM Peak		
	BSL Predicted Trips (based on Berewood TP Modal Split)	Final Year 5 Target	Overall Increase/ Decrease
Vehicles	55	48	-7
Pedestrian	5	7	2
Cyclist	5	7	2
Public Transport	5	8	3
Total	70	70	

Table 1.5: Modal Split Targets for BSL – AM Peak

Mode	Modal Split of Residents – PM Peak		
	BSL Predicted Trips (based on Berewood TP Modal Split)	Final Year 5 Target	Overall Increase/Decrease
Vehicles	46	40	-6
Pedestrian	4	6	2
Cyclist	4	6	2
Public Transport	4	6	2
Total	58	58	

Table 1.6: Modal Split Targets for BSL – PM Peak

Mode	Modal Split of Residents – Daily		
	BSL Predicted Trips (based on Berewood TP Modal Split)	Final Year 5 Target	Overall Increase/Decrease
Vehicles	433	378	-55
Pedestrian	38	54	16
Cyclist	38	54	16
Public Transport	38	61	23
Total	547	547	

Table 1.7: Modal Split Targets for BSL – Daily

- 1.47 For the purpose of this assessment, the final Yr 5 targeted trip numbers have been investigated to obtain an estimate of the number of walk, cycle and public transport trips that will take advantage of the suggested improvement schemes.
- 1.48 It is reasonable to assume that all public transport trips will be heading to and from Waterloooville town centre. Walk and cycle trips are likely to be divided between the town centre, the onsite facilities within Berewood, the employment to the north and travelling through the Berewood development to exit further to the south.
- 1.49 For the AM Peak, all public transport trips, eight trips in total, are likely to be heading to and from the town centre, out of the seven total walk trips, it is likely that two will stay within Berewood, two will go north and three will go towards the town centre. For the cycle trips, seven trips in total, you would expect to see two will go towards the town centre, two will go north and three will stay within the Berewood development and may exit further to the south.
- 1.50 For the PM peak, all public transport trips, six trips in total, are likely to be heading to and from the town centre. Out of the six total walk trips, it is likely that two will come from within Berewood, two will come from the north and two will come from the town centre. For the cycle trips, six trips in total, you would expect to see two from the town centre, two from the north and two from within the Berewood development further to the south.
- 1.51 For the daily period, again all public transport trips, 61 trips in total, are assumed to be heading to and from the town centre. Out of the 54 total walk trips, it is likely that 18 will come from within Berewood, 18 will come from the north and 18 will come from the town

centre. For the cycle trips, 54 trips in total, you would expect to see 18 from the town centre, 18 from the north and 18 from within the Berewood development further to the south.

- 1.52 **Table 1.8, Table 1.9 and Table 1.10** provide the number of walk, cycle and public transport trips generated by the BSL development that are likely to benefit from the HCC suggested improvement schemes.

Improvement Scheme	Number of BSL Walk trips likely to use the improvements		
	AM Peak	PM Peak	Daily
Brambles Link	1	1	10
Houghton Road Crossing	2	2	18
Ped and Cycle improvements at Forest End Roundabout	3	2	18
RTI at Victoria Rd Bus stops	0	0	0

Table 1.8: Number of BSL Walk trips likely to use the improvements

Improvement Scheme	Number of BSL Cycle trips likely to use the improvements		
	AM Peak	PM Peak	Daily
Brambles Link	1	1	10
Houghton Road Crossing	2	2	18
Ped and Cycle improvements at Forest End Roundabout	2	2	18
RTI at Victoria Rd Bus stops	0	0	0

Table 1.9: Number of BSL Cycle trips likely to use the improvements

Improvement Scheme	Number of BSL Public Transport trips likely to use the improvements		
	AM Peak	PM Peak	Daily
Brambles Link	0	0	0
Houghton Road Crossing	0	0	0
Ped and Cycle improvements at Forest End Roundabout	8	6	61
RTI at Victoria Rd Bus stops	5	2	27

Table 1.9: Number of BSL Public Transport trips likely to use the improvements

- 1.53 It can be seen that the number of BSL trips are very low for each of the suggested schemes, the 61 daily public transport trips shown to be walking through the Forest End Roundabout represent a worst case scenario as it assumes that people will all walk via the Forest End Roundabout to reach the town centre when in reality this may not be the case, whilst 61 trips sound fairly high this equates to just 5 trips an hour when spread out over a 12hr period.
- 1.54 Therefore, it is very important to consider any contribution sought in the context of the size of the BSL development and the number of trips predicted to be generated by each mode of transport.

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